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Agenda item 118

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

Note by the Secretary-General

The Secretary-General has the honour to transmit herewith, for consideration by the General Assembly, a letter dated 26 November 1990 from the Director-General of the United Nations Industrial Development Organization (UNIDO) addressed to the Secretary-General regarding agenda item 118, Programme budget for the biennium 1990-1991.

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Annex

LETTER DATED 26 NOVEMBER 1990 FROM THE DIRECTOR-GENERAL OF THE UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION ADDRESSED TO THE SECRETARY-GENERAL

On 6 November I received by telefax the report of the Secretary-General on Conference Services at Vienna (A/C.5/45/30). I was quite surprised by its contents for the implications they might have for UNIDO. It was even more surprising when some days later it came to my knowledge that another report with similar implications was prepared for the General Assembly as document A/C.5/45/32 on the Division of Administrative and Common Services, Vienna. Having always been faithful to inter-agency co-operation, UNIDO finds the situation hardly exemplary of this spirit. It strongly questions the presentation of the situation as reflected in the reports, the real value of the suggestions and the motives evoked. UNIDO is most gravely concerned with the manner in which the subject is being dealt with and wishes to express its dissatisfaction at being confronted with a fait accompli situation.

The picture of common and joint services at the Vienna International Centre is presented to the Member States in the wrong perspective. The information contained in the reports is incomplete and in a number of cases misleading. Both reports seem to be centred on changing administrative authority over the common and joint services and building up costly administrative infrastructure.

The contents of the reports and the way they are submitted to the General Assembly are not consistent with the legal régime governing the area of common services established by the Memorandum of Understanding of 1977 and by the Relationship Agreement of 1985. In particular it is clear that the 1977 Memorandum of Understanding may be amended only by mutual agreement between the three parties i.e. the executive heads of the United Nations, International Atomic Energy Agency (IAEA) and UNIDO. Moreover, the obligations to consult must be discharged by the respective secretariats in good faith with a view to reaching a common position, with the executive heads thereafter reporting the common, as well as any separate, position to their respective governing bodies. The practice of "full and prompt exchange of appropriate information and documents" agreed to by our organizations in 1985 must be fully adhered to and followed by all parties.

It is recalled that in accordance with article 17 of the Relationship Agreement between the United Nations and UNIDO, the United Nations General Assembly merely has the power to make recommendations to the UNIDO policy-making organs concerning the budget of UNIDO and representatives of UNIDO are entitled to participate in the deliberations of the General Assembly and of any committee whenever the UNIDO budget or general financial or administrative questions concerning UNIDO are being considered. It follows that the Advisory Committee on Administrative and Budgetary Questions (ACABQ) of the United Nations has no special authority over the common services arrangements at Vienna and that the intergovernmental policy-making organs of UNIDO retain full authority over the administrative and financial affairs of UNIDO, including the power to give general

or specific guidance to the Director-General of UNIDO in accordance with UNIDO's Constitution.

In document A/C.5/45/30, Member States are not provided with estimates of the posts and related costs involved in the suggested unification of conference services. Based on a preliminary calculation, the figures could be as follows: 3 Professional and 12 General Service posts to establish a minimal personnel and finance infrastructure at the United Nations Office at Vienna estimated at $US 1.8 million per biennium; 15 Professional and 50 General Service posts resulting from the conversion of temporary assistance used on a regular basis; and 54 Professional and 80 General Service posts to absorb personnel currently financed by UNIDO.

Even with part of the expenditure expected to be remibursed by UNIDO on a cost-sharing basis, the move would result in substantial additional charges to the relevant objects of expenditure in the United Nations budget. Straining to achieve economies wherever possible, UNIDO, for its part, could hardly agree to share the increased costs, just to establish the above-mentioned infrastructure at the United Nations Office at Vienna for functions effectively performed under the present set-up at much less expense. UNIDO is concerned only with ensuring that its limited resources under the current policy of zero-growth budget be put to optimum use and that changes in the present set-up do not result in higher costs to the organization.

Similar reservations can be expressed about the contents and conclusions of document A/C.5/45/32. Here again, assumptions are made and facts and figures are cited, based on unilateral assessments and opinions. The report presents the views of the United Nations Secretariat. No opportunity was given to the other organizations concerned, i.e. UNIDO and IAEA, to challenge those views and put forward different figures and opinions. In particular, the objective of ensuring "the efficient and economic use of United Nations resources" appears to be largely unsubstantiated. Many of the statements contained in the report are inaccurate and one-sided. For instance, no compensation has been claimed by UNIDO, since its conversion into a specialized agency, for audio-visual coverage of United Nations activities. No doubt, reimbursement of those costs would have resulted in a better and more comprehensive coverage. It is pertinent to recall that the Joint Inspection Unit (JIU) concluded in 1984 that the audio-visual facilities at the Vienna International Centre need not be duplicated and that the modalities should be determined for their use by both UNIDO and the United Nations.

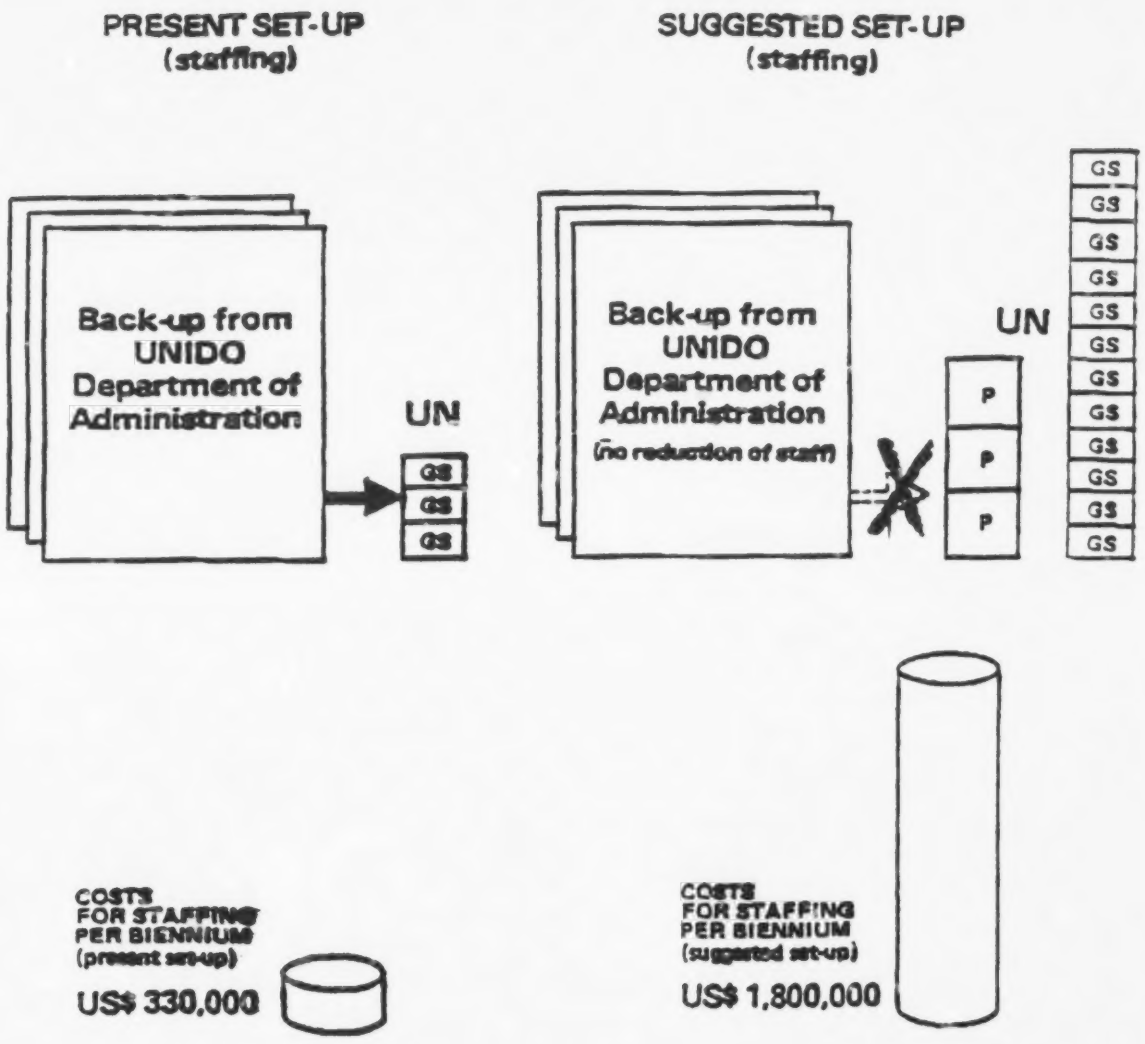
The whole report seems to be geared up to building a case for the creation of an additional high-level post with its corollary of support staff and resources. Member States may question the wisdom of establishing, on a regular basis, a higher grade post at Vienna for the sole purpose of reconsidering "the assignment of functions in the framework of common and joint services arrangements".

UNIDO is convinced that matters related to the use of resources of entities operating at the Vienna International Centre should be approached in a true spirit of co-operation within the framework of tripartite or bilateral consultations, followed by approval by the governing bodies of each organization. When needed, the organizations may seek advice of such organs as the JIU.

I would like to kindly request you, Mr. Secretary-General, to distribute this message as a document of the General Assembly under agenda item "Programme budget for the biennium 1990-1991". UNIDO will submit detailed comments on the reports contained in documents A/C.5/45/30 and A/C.5/45/32 in time to be considered by the Fifth Committee. I would appreciate it if those comments could also be circulated upon receipt.

STAFFING AND COSTS OF INFRASTRUCTURAL SUPPORT FOR UN / UNIDO CONFERENCE SERVICES

(finance, personnel, general services)



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UNITED NATIONS

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3 December 1990

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Forty-fifth session
FIFTH COMMITTEE
Agenda item 118

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

Conference services at Vienna

Division of Administrative and Common Services, Vienna

Note by the Secretary-General

The Secretary-General has the honour to transmit herewith to the members of the General Assembly the comments of the United Nations Industrial Development Organization (UNIDO) on the reports of the Secretary-General on conference services at Vienna (A/C.5/45/30) and the Division of Administrative and Common Services, Vienna (A/C.5/45/32).

Annex I

UNIDO COMMENTS ON THE REPORT OF THE SECRETARY-GENERAL ON CONFERENCE SERVICES AT VIENNA a/

1. UNIDO supports efforts aimed at streamlining and improving conference servicing in the United Nations system in general and at the Vienna International Centre in particular. Attaining the highest possible standards along with maximum cost-effectiveness is the ultimate goal of good management. Indeed, it would seem very sensible and reasonable to use the cumulative effect of unifying the conference-servicing resources available at the Vienna International Centre so as to acquire the ability to employ more flexibly the highly qualified and costly linguistic personnel and streamline the support structure of the existing conference services.

2. In order to achieve that result, however, certain conditions have to be met. First and foremost, all parties concerned must be convinced of the validity of the idea and be committed to it. UNIDO is willing to explore any possible approach and to consider any reasonable proposal based on the understanding that all concerned parties will be involved and ready to participate as this is the only way to ensure cost-effectiveness.

3. The report presented in document A/C.5/45/30 does not reflect the most prominent aspect of the present situation, i.e. the position taken by one of the parties crucial to establishing a common service at the Vienna International Centre. Hence, the whole picture is somewhat askew and requires substantial clarification.

4. The recommendation made by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) explicitly provided for consultations on the subject of unified conference services at the Vienna International Centre with all interested parties, i.e. with the three organizations operating at Vienna. One of the parties has indicated the lack of interest in joining the common conference services and, owing to this fact, the issue was not and is not on the 1990 agenda of the tripartite Advisory Committee on Conference Services at Vienna. The statement contained in the last sentence of paragraph 3 of document A/C.5/45/30 is therefore inaccurate, because the Advisory Committee on Conference Services at Vienna could not be expected to come up with its findings and recommendations by the time specified in that document, namely "during the first quarter of 1991".

5. The content of document A/C.5/45/30 fails to bring to the limelight the aspect important for comprehension of the whole picture: the proposals in it do not concentrate on the establishment of a common service with all its inherent advantages, as envisaged by the Joint Inspection Unit (JIU) in 1984, b/ but on a rearrangement of the two existing components of the joint service without any apparent quantitative changes, which precludes improvement in quality. The current document is not instrumental in clarifying that, instead of major restructuring with potential improvements of scale, a limited exercise is now proposed.

6. In this connection it is pertinent to recall that in 1984 JIU did not tackle the question of conference service at the Vienna International Centre but referred to it as a potential area of common service arrangements at Vienna having in mind arrangements that would involve all United Nations system entities operating at Vienna.

7. As is correctly stated in the report, in 1987 the Advisory Committee on Conference Services concluded that conference services at the Vienna International Centre were suitable in principle for operation as a common service. However, it should be stressed that the subject of the Advisory Committee on Conference Services analysis was a conference service common for the whole Vienna International Centre but not a conversion of the existing joint United Nations/UNIDO conference service. Without this reference, the Advisory Committee on Conference Services conclusions might be perceived as presupporting the limited exercise proposed now.

8. The report contained in document A/C.5/45/30 does not reflect a clear-cut position taken in 1987 by UNIDO representatives. Paragraph 6 of the Advisory Committee on Conference Services report reads as follows: "UNIDO representatives agreed that there were no convincing reasons to change the present set-up of the joint services between the United Nations and UNIDO". The specific position taken by one of the other two parties is not explained either. One has to recognize these as important aspects without which the background picture for the present report is incomplete.

9. Reference to the 1987 review on benefits of economy and increased efficiency in paragraph 17 of document A/C.5/45/30 is irrelevant to the subject considered now since the review was focused on a common, i.e. tripartite conference service, which, indeed, would have kept up with the principle approved by JIU: "common services are established for the purpose of realizing economies without loss of effectiveness, efficiency or quality of the service". The limited version of a unified United Nations/UNIDO service does not appear to provide Member States with "a clear picture of the total cost of conference services and the relative costs to each participating organization", as is mentioned in the same paragraph, because there will be no substantial change since the International Atomic Energy Agency (IAEA) will remain out of the picture while the United Nations/UNIDO reflection will be essentially the same.

10. At present, the United Nations and UNIDO operate two self-sufficient units, namely meetings planning and interpretation on the one hand and translation, editing and documents control on the other, under separate administrative arrangements. To UNIDO the prospect of minimizing administrative and accounting functions presented in the report as a result of unifying the two components is far from being certain. On the contrary, it is expected that the exercise will require additional costs to be borne by Member States and by UNIDO itself as a cost-sharing partner.

11. The administrative infrastructure in the UNIDO Department of Administration is being used mainly for serving UNIDO operations and activities but it is also rendering solid administrative financial and general service support to the joint

conference service. This advantage allows the United Nations to finance only one General Service post in the Recruitment Section, Personnel Services Division, and two General Service posts in the Financial Services Division of UNIDO. In case the responsibility for the administration of conference services is transferred to the United Nations Office at Vienna, there will be no reduction of posts in the UNIDO Department of Administration, with the exception of the above-mentioned three General Service posts. At present, the United Nations Office at Vienna has neither the financial services nor general services potential to accommodate the conversion and would have to establish such units with all the necessary staffing at all levels, as well as strengthening the present personnel services.

12. The following basic additional posts might be required for the United Nations Office at Vienna to maintain the present level of conference services:

1 Professional (Personnel Officer) plus 1 General Service Secretary and 2 General Service clerks;

1 Professional (Finance) plus 1 General Service Secretary and 8 General Service clerks;

1 Professional (Engineer) to supervise the technical input for conference rooms.

That brings the total to 3 Professional and 12 General Service posts.

13. In addition to the costs of the above staff, provision has to be made for overtime and other costs involved.

14. The resulting cost may be estimated at about $US 1.8 million per biennium to be shared by UNIDO. One can very seriously doubt that the idea will be accepted by UNIDO governing bodies. Straining to achieve economies wherever possible, UNIDO, for its part, could hardly agree to share the increased costs just to establish the above-mentioned infrastructure at the United Nations Office at Vienna for functions effectively performed under the present set-up at much less expense. UNIDO is concerned only with ensuring that its limited resources under the current policy of zero-growth budget be put to optimum use and that changes in the present set-up do not result in higher costs to the organization.

15. Another important aspect must not be forgotten. Under the present set-up a sizeable amount of temporary assistance is constantly contracted. A large portion of it is used through the whole year and, for reasons of economy and financial discipline, should be converted into established posts. The number of such posts might reach about 15 and 50 in the Professional and General Service categories respectively. It should be stressed, however, that this component of temporary assistance is represented mostly by fixed-term contracts of relatively long duration. Hence, the conditions of service of those concerned differ very little from those of staff on established posts and, in view of that, economies of considerable scale cannot be expected.

16. Presently 54 Professional and 80 General Service posts are financed under the UNIDO budget compared to 20 and 16 respectively under section 29 of the United Nations budget. That brings the number of posts to be established in case of unification under United Nations administration to 72 Professional and 142 General Service posts. Even with part of the expenditure involved expected to be reimbursed by UNIDO on a cost-sharing basis, the move would result in substantial additional charges to the relevant objects of expenditure in the United Nations budget.

17. Unfortunately, document A/C.5/45/30 contains no concrete estimates of potential gains and losses entailed by the suggested exercise in terms of posts and costs. In this respect, Member States are given no picture at all. The ultimate question, one of the two major principles for any common service approved by JIU in 1989 - what economies would result from the proposed unification - is left unanswered.

18. Like the 1987 Advisory Committee on Conference Services report, the document under consideration states that both the United Nations and UNIDO expressed satisfaction with the technical quality of the operation of the joint services. In fact, quality, effectiveness and efficiency were never challenged. Efforts to bring about a common conference service were motivated rather by the search for economies. An analysis of actual staffing shows that the two units separately administered by the United Nations and UNIDO can hardly be trimmed of excess resources. Their unification will be equal to mere addition and will not yield even a few support posts. True tripartite partnership is required, failing which, the limited benefits of a partial solution would be more than offset by the cost of the necessary related investment.

19. Doubts expressed by ACABQ and highlighted in document A/C.5/45/30 as to the reliability of the work-load statistics can well be dispelled by improved co-ordination between UNIDO and the United Nations Office at Vienna with regard to the systems applied in reporting and apportioning the estimated costs of services. These doubts were apparently based on the divergence of figures for the total work-load, which included costs charged to extrabudgetary sources and directly to the UNIDO and the United Nations budgets, and figures for the work-load processed on a cost-sharing basis. The subject seems to have been clarified now by the United Nations Office at Vienna administration.

20. Inconsistencies in the budgetary presentations pointed to by ACABQ also warrant better co-ordination between the United Nations Office at Vienna and UNIDO, which is desirable both under the present set-up or under the unified status. The unification alone is no cure for those inconsistencies. Nor will it alone improve the control procedure.

21. In its 1987 study the Advisory Committee on Conference Services registered its awareness of transitional difficulties inherent in the creation of a common service. One should be aware that even the limited unification of the existing components administered by the United Nations Office at Vienna and UNIDO will result in organizational difficulties, and adjustment will require time. This cannot but affect the work process of the conference service at least for some

period. Those transitional pains would have been well justified if the major goal of establishing a common conference service had been at stake. It may well happen that, in case the true common service at the Vienna International Centre is eventually established, we will have to go through the same difficulties once more. Given the choice, UNIDO would prefer to avoid to pay for transitional problems without gaining the advantages envisaged by JIU.

22. The suggested change of administering authority does not look like a panacea to all problems related to the currently uncertain contractual status of the linguistic staff in the UNIDO component of conference services. It is difficult to assess the feeling of the staff as a whole but one thing is certain: reaction to the transition will not be unanimously favourable; some elements of human resources management in the United Nations, for example, vacancy management and staff redeployment, are not regarded by Vienna personnel as totally advantageous.

23. Inconvenience caused by the uncertain contractual status of the linguistic staff can be eliminated in the course of negotiations between the United Nations Office of Human Resources Management and the UNIDO Personnel Services Division now under way. A sound and mutually acceptable ground for bilateral arrangements seems to emerge. In that context it should be possible to provide the staff with the desirable employment stability and career development prospects.

24. In paragraphs 18 to 21 of the report under consideration, Member States are referred to the JIU criteria for designating an authority to administer a common service. While recognizing the validity of the undeniable virtues of long experience, well-established policies and procedures and global resources of the United Nations, document A/C.5/45/30 tends to omit advantages acquired by UNIDO in administering conference services. However, there are quite a few. There is solid experience gained by UNIDO during many years of activities in that area. UNIDO has first-hand knowledge of handling the free-lance temporary assistance market which in certain respects differs drastically from that in New York or Geneva. UNIDO has been successfully applying policies and procedures common to the entire United Nations system and there seems to be nothing to bar UNIDO from cashing in on the staff resources of the United Nations system. Conversion to word-processing in six official languages is near completion, other technological innovations are introduced, further developments are planned and active inter-agency co-operation is expected. Finally and most importantly, UNIDO does possess the established and well-adjusted administrative and financial support structure for conference services.

25. Given this broader perspective, the report contained in document A/C.5/45/30 could have offered Member States a more prominent background for considering the JIU recommendation for selecting the most suitable organization to provide the common service.

26. By offering Member States only an interim decision and to settle for the present set-up under a different administering authority the report contained in document A/C.5/45/30 might in fact imply that each specialized agency is entitled to a conference service of its own owing to its specific needs. This postulate appears to be well supported by the existence, in our age of advanced

telecommunications technology, of a cluster of separate conference services at Geneva. That implication contradicts and depreciates efforts to look for and to find ways of accommodating the needs of all United Nations institutions at the Vienna International Centre.

Conclusions

27. In the absence of the possibility of a more comprehensive solution and in view of the acknowledged satisfaction of both the United Nations and UNIDO with the conference services rendered by the present set-up, UNIDO reiterates recommendation 1 of the Advisory Committee on Conference Services made in 1987, namely that the existing joint services between the United Nations and UNIDO should be continued, thus avoiding any split.

28. Since the limited unification version offers no concrete advantages in terms of cost-benefit or effectiveness, efficiency and quality and, on the contrary, is likely to result in additional cost, in a large-scale post establishment and in some transitional difficulties, UNIDO will find it difficult to submit the conclusions and recommendations contained in document A/C.5/45/30 for approval by its governing bodies.

29. Supporting in principle the idea of establishing a common conference service to the benefit of all entities operating at the Vienna International Centre, UNIDO is convinced of the desirability of continuing, possibly within the framework of the Advisory Committee on Conference Services, the tripartite discussion of modalities for pooling all conference service resources and for accommodating the specific needs and interests of the United Nations, IAEA and UNIDO.

30. Recognizing that a number of issues such as work-load and meetings statistics, budgetary presentations, contractual status of linguistic staff and technological innovations have to be addressed, UNIDO thinks it timely to reactivate, on a bilateral basis, co-ordination efforts with the United Nations Office at Vienna and, when necessary, with United Nations Headquarters.

31. Taking into consideration that the study undertaken by JIU in 1984 laid a foundation for the satisfactory functioning of a number of common services at the Vienna International Centre and that at the time UNIDO, as it was stated by JIU, "remained an integral part of the United Nations administrative structure", UNIDO is of the opinion that JIU should be requested to review the conference-servicing situation at Vienna and to submit its recommendations to the governing bodies of the United Nations, IAEA and UNIDO.

32. In the presence of a sincere and general spirit of co-operation, time is required to bring about practical solutions acceptable to all parties concerned. Hasty changes can only result in unsatisfactory and unprofitable results.

Notes

a/ A/C.5/45/30.

b/ JIU/REP/84/10.

Annex II

UNIDO COMMENTS ON THE REPORT OF THE SECRETARY-GENERAL ON THE DIVISION OF ADMINISTRATIVE AND COMMON SERVICES, VIENNA a/

1. When the three organizations operating at Vienna adopted, in 1977, a Memorandum of Understanding concerning the allocation of common services at the Vienna International Centre, they set forth the following basic principle: the United Nations, UNIDO and the International Atomic Energy Agency (IAEA) bear joint responsibility and the common services will be implemented in a spirit of co-operation. Since then, UNIDO has been strictly abiding by this principle whenever the subject of attaining the highest possible standards along with maximum cost-effectiveness for common services was approached. Unfortunately, the report on the Division of Administrative and Common Services, Vienna, submitted to the General Assembly in document A/C.5/45/32, is neither in line with the principle of joint responsibility nor does it correspond to the spirit of inter-agency co-operation. UNIDO was not informed of this report although it might have serious implications for it and was in fact confronted with a fait accompli situation.

2. The contents of the report and the way it is submitted to the General Assembly are not consistent with the legal régime governing the area of common services established by the Memorandum of Understanding of 1977 and by the Relationship Agreement of 1985. Article 14 of the Relationship Agreement covers the subject of exploring "the possibility of continuing or establishing common facilities or services in specific areas, including the possibility of one organization providing such facilities or services to one or several other organizations" and it further requires the parties to consult together in order to establish the most equitable manner in which such facilities or services shall be financed.

3. UNIDO remains willing to comply fully with the applicable provisions just referred to and insists on full observance also by the organs of the United Nations. In particular it is clear that the 1977 Memorandum of Understanding may be amended only by mutual agreement between the three parties, i.e. the executive heads of the United Nations, IAEA and UNIDO. Moreover, the obligation to consult must be discharged by the respective secretariats in good faith with a view to reaching a common position, with the executive heads thereafter reporting the common, as well as any separate, position to their respective governing bodies. The report under consideration is far from being exemplary of implementing the procedure provided for. The practice of "full and prompt exchange of appropriate information and documents" agreed to by the United Nations and UNIDO in 1985 must be fully adhered to and followed by both parties.

4. Now major administrative rearrangements are proposed in document A/C.5/45/32 while UNIDO has neither been informed of them nor approached for its opinion on a subject that will have immediate implications for its 1992-1993 budget, which is already undergoing final preparation for submission to the member States of UNIDO in time for consideration in April 1991 by its Programme and Budget Committee. Nor was UNIDO advised of conclusions arrived at by the two management survey teams that worked at Vienna in the first half of 1990. Yet, those conclusions seem to have formed the basis of the report.

5. It is recalled that in accordance with article 17 of the Relationship Agreement, the United Nations General Assembly merely has the power to make recommendations to UNIDO concerning the budget of UNIDO and that representatives of UNIDO are entitled to participate in the deliberations of the General Assembly and of any committee whenever the UNIDO budget or general financial or administrative questions concerning UNIDO are being considered. It follows that the Advisory Committee on Administrative and Budgetary Questions (ACABQ) of the United Nations has no special authority over common services arrangements at Vienna and that the intergovernmental policy-making organs of UNIDO retain full authority over the administrative and financial affairs of UNIDO, including the power to give general or specific guidance to the Director-General in accordance with the UNIDO Constitution.

6. The proposal made in paragraph 33 of document A/C.5/45/32 to include an item of such considerable importance in the agenda of the next session of the Industrial Development Board would be difficult to accommodate. The Board might well object to considering an item on which ACABQ would have already passed its judgement and which would not have been reviewed by the UNIDO Programme and Budget Committee as is constitutionally required.

7. The picture of common and joint services at the Vienna International Centre is presented to Member States in the wrong perspective, implying the necessity of redressing the present administration with costly measures. The factual incompleteness of the report contained in document A/C.5/45/32 should be made up for if the picture is to be correct.

8. Regarding the contents of paragraph 14, it should be added that UNIDO has been charging for services it provided to the United Nations Office at Vienna at the level of 1986 costs in compliance with a specific request made in 1987 by the United Nations Controller to keep the costs as low as possible. However, in the case of the current biennium, UNIDO has been providing data to the United Nations Office at Vienna on actual costs but, so far, has not received full reimbursement.

9. With regard to paragraph 18 on financial services, it should be recalled that it was the Office of the United Nations Under-Secretary-General for Administration and Management that, in 1985, requested UNIDO to continue providing financial services to the United Nations Office at Vienna since it was uneconomical to establish separate accounting, payroll and treasury operations. This system has so far worked very satisfactorily and the United Nations Office at Vienna has been able to get good services at relatively low costs, although the reimbursement to UNIDO has been marginal due to the undercharging of the United Nations Office at Vienna. UNIDO has presented to the United Nations Office at Vienna revised cost estimates.

10. The statement in paragraph 20 of the report requires substantial clarification. Recently established United Nations Office at Vienna Personnel Services took over only the administration of United Nations Office at Vienna staff. However, the Personnel Registry of UNIDO still maintains personnel files for the United Nations Office at Vienna. UNIDO is still completely responsible for recruitment and administration of staff financed from section 29 of the United Nations budget (20 Professional and 16 General Service established posts and about

100 work-years of temporary assistance annually). This issue is treated in detail in the comments of UNIDO on the report contained in document A/C.5/45/30 (see annex I). UNIDO has submitted to the United Nations Office at Vienna revised cost estimates for its services reflecting the current work-load and costs.

11. The conclusion made in paragraph 31 of the document is misleading and inaccurate in alleging that library service, language training and building management operations are "very related" to conference services. It is quite clear, instead, that those operations are supporting the organizations located at the Vienna International Centre as a whole and are just as crucial, if not more, to the proper functioning of activities totally unrelated to conferences. The only apparent motive for proposing to transfer responsibilities to the United Nations Office at Vienna seems to be an interest in upgrading the Director's post in the United Nations Office at Vienna Division of Administration and Common Services.

12. Unlike other questions, activities in the area of electronic data processing (EDP) were touched upon with UNIDO, at least very briefly, by the two survey teams from United Nations Headquarters. However, no report on the subject that emanated from these teams was received by UNIDO.

13. The statement in paragraph 10 of document A/C.5/45/32 is incorrect. It was not because of the recruitment freeze that EDP functions were not taken over by the United Nations Office at Vienna. Rather, when UNIDO became a specialized agency, there were no specific plans on the part of the United Nations Office at Vienna to take over all data processing-related functions, so that the only possibility was to agree that UNIDO would continue to provide such services on a reimbursement basis. It is further incorrect to state that the services relate only to maintenance and improvements to computer applications. They include, as well, data entry, running of jobs, back-up of files and distribution of reports.

14. The statement in paragraph 17 that refers to UNIDO is not factual. In addition to the services mentioned above, the United Nations reimbursed UNIDO until June 1990 for the payments made by UNIDO to IAEA in respect of computer usage incurred by UNIDO in order to run, maintain and improve payroll, personnel, financial, documents control and other systems for the United Nations Office at Vienna. From June 1990 onwards, the United Nations Office at Vienna has been reimbursing UNIDO for computer usage on UNIDO's own mainframe. There is no possibility for the United Nations Office at Vienna to decide whether to use the IAEA or the UNIDO mainframe as long as UNIDO provides the services of running, maintaining and improving the systems, since UNIDO cannot possibly do so on a mainframe other than that on which it runs its own systems.

15. Paragraph 18 does not provide a correct picture. As already indicated, UNIDO performs more than systems design and programming as a service to the United Nations Office at Vienna. Furthermore, it does so not just for accounting and documents control but also for payroll, personnel, mailing lists, documents referral, inventory, long-distance telephone control and distribution, regular budget allotments and laissez-passer control.

16. The small EDP services unit of the United Nations Office at Vienna consists of one single systems analyst without any back-up. There are no programmers, no data

entry operators, no production-run clerks. It is not realistic to expect that one individual can assume all the functions provided by UNIDO and which represent a portion of the time of eight Professional and seven General Service staff members. Hence, additional posts would be required to substitute for UNIDO services.

17. Although in the payroll area several programs date back to the early 1980s, a large number have been rewritten and many of the programs used in the financial systems, personnel and documents control are state-of-the-art. As a matter of fact, the United Nations Office at Vienna has benefited from the many improvements made by UNIDO to its administrative systems over the past five years.

18. The statement in paragraphs 28 to 30 that the existing cost-sharing arrangements applied to the Vienna-based organizations are outdated, is too categorical. In fact, when ACABQ visited Vienna in early June 1990, a review was carried out with all organizations concerned as to whether the percentage of the cost-sharing for the various activities was still valid, and the replies given were affirmative. It is true, of course, that for a long-term basis a more thorough review should be undertaken.

19. The service provided by the United Nations Office at Vienna in the area of communications needs a comment. In 1989, UNIDO had to provide, partly at its own cost, additional staff so that the United Nations Office at Vienna communications unit could reduce weeks of accumulated backlog. The UNIDO EDP also implemented a mainframe-based telex system that is currently in operation. Although the system is working very well and is reducing the work-load of the United Nations Office at Vienna telex office, the administrative aspect of it, in particular the monitoring role that the United Nations Office at Vienna should assume to identify any errors that prevent communications from being sent out, is not being fulfilled. Rather than following up on pending communications and taking corrective action, the United Nations Office at Vienna has instructed the communications broker to send out communications that are stuck more than 48 hours (e.g. because of a wrong telex number) as night letters. This increases the cost by a factor of 50 compared to telex or facsimile. The UNIDO EDP unit is investigating this matter and will produce a report on it in the near future.

20. At present, the United Nations Office at Vienna, being by far the smallest user of all common services at the Vienna International Centre, is not even sufficiently staffed to operate the common services for which it is responsible, namely communications and security. With regard to the latter, it would not have been able to ensure patrolling the garage, had garage operations not paid for two full-time security officers who, however, are only available part-time. Unless this situation is corrected, alternative measures will have to be adopted. As far as garage operations are concerned, the responsibility has so far been retained by UNIDO, also in view of the United Nations Office at Vienna's reluctance to take it over. It may be pointed out that this operation is run at a profit by UNIDO.

21. Given the lack of staff and expertise in a multi-million dollar undertaking such as the operation, maintenance and repair of the buildings, grounds and ancillary facilities of the Vienna International Centre, it is doubtful that the United Nations Office at Vienna should be assigned such responsibility. Member

States might find even more debatable the rationale for changing the administering authority over the well established and satisfactory service at the cost of establishing yet another infrastructure. UNIDO, for its part, may not be prepared to share the expenditure involved.

22. A special comment is required in regard of paragraphs 23 and 24 dealing, in particular, with audio-visual services. In its 1984 report, the Joint Inspection Unit (JIU) concluded that the audio-visual facilities at the Vienna International Centre need not be duplicated and that modalities should be determined for their use by both UNIDO and the United Nations. Unfortunately, those modalities have so far not been worked out, leaving UNIDO to bear the entire costs while continuing to provide full support service to the United Nations. Reference in document A/C.5/45/32 to services having been provided on a reimbursable basis is therefore inaccurate. The United Nations role is limited to the supply of raw stock for its own programmes and to the provisions of services of one General Service staff member for photographic coverage of both United Nations and UNIDO events.

23. The future of the audio-visual service will depend on what the exact needs of the organizations are. As things stand, the United Nations currently relies upon the audio-visual services in New York to cover all its needs for the production of films, video and radio programmes. It turns to Vienna only for support services for the coverage of its meetngs and related events.

24. As for UNIDO, the audio-visual service at Vienna is an important arm of its Public Relations and Information Section whose main task is to project a public image of the organization, its mandate, work and activities. Since it would not be feasible to duplicate the facilities, the solution would lie in a cost-sharing or a reimbursement arrangement, with UNIDO continuing to run the service.

25. The report contained in document A/C.5/45/32 presents the views of the United Nations Secretariat. No opportunity was given to the other organizations concerned, i.e. UNIDO and IAEA, to challenge those views and put forward different figures and opinions. The whole report seems to be geared up to building a case for the creation of an additional high-level post with its corollary of support staff and resources. Member States may question the wisdom of establishing, on a regular basis, a higher grade post at Vienna for the sole purpose of reconsidering "the assignment of functions in the framework of common and joint services arrangements" or, indeed, of creatng costly infrastructure warranted only by the change of administering authority.

Conclusions

26. Being aware of the diverse problems that have arisen with regard to common and joint services at the Vienna International Centre since major arrangements were agreed upon, UNIDO suggests that these problems should be addressed within the framework of true tripartite or, when necessary, bilateral consultations with the results thereof being submitted, through the executive heads, to the governing bodies of the organizations concerned in time for proper, in-depth consideration.

27. Prior to this, no financial or administrative changes should be made, nor should there be any new infrastructure established or additional costs incurred.

28. In view of the fact that the subject of common services at the Vienna International Centre might require impartial analysis, UNIDO is of the opinion that JIU should be requested to review the sitution at Vienna and to submit its recommendations to the governing bodies of the United Nations, IAEA and UNIDO.

Notes

a/ A/C.5/45/32.

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PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

INTERNATIONAL ACTION TO COMBAT DRUG ABUSE AND ILLICIT TRAFFICKING

Programme budget implications of draft resolution A/C.3/45/L.44

Statement submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly

1. At its 62nd meeting, on 4 December 1990, the Third Committee adopted draft resolution A/C.3/45/L.44, as orally revised, without a vote. A statement of programme budget implications was before the Committee in document A/C.3/45/L.67.

2. Under the terms of draft resolution A/C.3/45/L.44, the General Assembly would:

(a) Request the Secretary-General to create a single drug control programme, to be called the United Nations International Drug Control Programme, based at Vienna, and to integrate fully therein the structures and the functions of the Division of Narcotic Drugs of the Secretariat, the secretariat of the International Narcotics Control Board (INCB) and the United Nations Fund for Drug Abuse Control (UNFDAC) with the objective of enhancing the effectiveness and efficiency of the United Nations structure for drug abuse control in keeping with the functions and mandates of the United Nations in this field (operative para. 3);

(b) Invite the Secretary-General to take the necessary steps in order to appoint a senior official at the level of Under-Secretary-General, who would execute the integration process and head the new integrated Programme starting from 1 January 1991 with the exclusive responsibility for co-ordinating and providing effective leadership for all United Nations drug control activities, in order to ensure coherence of actions within the Programme as well as co-ordination, complementarity and non-duplication of such activities across the United Nations system (operative para. 4);

(c) Invite the Secretary-General to structure the United Nations International Drug Control Programme along the following lines:

(i) Treaty implementation, which would integrate, with due consideration to treaty arrangements, the functions of the secretariat of INCB and the treaty implementation functions of the Division of Narcotic Drugs, taking into account the independent role of INCB;

(ii) Policy implementation and research, with responsibility for implementing policy decisions of the relevant legislative bodies and conducting analytical work;

(iii) Operational activities, with responsibility for co-ordinating and carrying out the technical co-operation projects currently being executed mainly by UNFDAC, the Division of Narcotic Drugs and the INCB secretariat (operative para. 5);

(d) Endorse the proposal of the Secretary-General to place the financial resources of the existing UNFDAC under the direct responsibility of the head of the United Nations International Drug Control Programme as a fund for financing operational activities, mainly in developing countries (operative para. 6).

3. It will be recalled that, in accordance with General Assembly resolution 44/141 of 15 December 1989, the Secretary-General submitted a report on the enhancement of the efficiency of the United Nations structure for drug abuse control (A/45/652). The report outlined the organizational and administrative measures the Secretary-General intended to take to enhance the efficiency of the United Nations structure for drug abuse control. In that report, the Secretary-General also stated that the programme budget implications relating to the creation of a unified structure for drug abuse control would consist solely of the creation, under the regular budget, of a post at the Assistant Secretary-General level. However, in the light of the invitation from the Assembly to take the necessary steps to appoint a senior official at the level of Under-Secretary-General, the establishment of a post at the Under-Secretary-General level would be required.

4. As regards the requests contained in operative paragraphs 3, 5 and 6 of the draft resolution, as enumerated in paragraph 2 above, the Secretary-General notes that they are in line with the administrative arrangements which he, as Chief Administrative Officer, intends to put into effect, as described in his report.

5. The additional requirements for the establishment of a post at the Under-Secretary-General level would amount to $83,900 for 1991. Accordingly, should the General Assembly adopt draft resolution A/C.3/45/L.44, an additional appropriation of $83,900 would be required under section 20 of the programme budget for the biennium 1990-1991.

6. Under the new budget process established by the General Assembly in its resolution 41/213 of 19 December 1986 and, in effect, starting with the 1990-1991 biennium, a contingency fund is established for each biennium to accommodate

additional expenditures derived from legislative mandates not provided for in the proposed programme budget. Under the same procedure, if additional expenditures are proposed that exceed resources available within the contingency fund, these activities can be implemented only through redeployment of resources from low-priority areas or modification of projected activities. Otherwise, such additional activities will have to be deferred until a later biennium. A consolidated statement of all programme budget implications and revised estimates will be submitted to the General Assembly towards the end of its forty-fifth session.

7. It has not been possible to identify in the current programme budget resources for redeployment from low-priority areas or modifications of existing activities to meet the additional costs relating to the establishment of an Under-Secretary-General post; consequently, if resources are not available from the contingency fund, the establishment of a post at the Under-Secretary-General level would be deferred.

8. In addition, an amount of $23,900 would be required under section 31, Staff assessment, to be offset by income in the same amount under income section 1, Income from staff assessment.

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PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

United Nations Conference on Environment and Development

Report by the Secretary-General

1. The present report is issued pursuant to the request by the General Assembly in its decision 44/466 of 2 April 1990. By that decision, the General Assembly authorized the Secretary-General to enter into commitments not exceeding $US 6,392,500 for non-conference servicing costs in 1990-1991 in respect of the United Nations Conference on Environment and Development. The Assembly, in the same decision, also requested the Secretary-General to review the resources required, including the numbers and grades of the proposed staff of the secretariat for the Conference in Geneva, Nairobi and New York, taking into account their responsibilities at the three locations and the mandate contained in General Assembly resolution 44/228 of 22 December 1989, and in the light of the recommendations of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the views expressed by Member States, and to report the results to the General Assembly towards the close of the forty-fifth session. The Assembly further decided that such appropriations as may be necessary would be approved by the General Assembly towards the close of the forty-fifth session on the basis of a report to be submitted by the Secretary-General. The report would outline the actual and projected resource requirements, indicate the actual and potential impact on other ongoing activities and reflect the result of that review. It would also take into account offsetting savings that might materialize in the implementation of the programme budget for the biennium 1990-1991.

2. The level of resources required for the preparatory work for the Conference for 1990-1991 is estimated at $6,374,700. Table 1 provides a breakdown of these resources compared with the amount of $6,392,500 referred to in decision 44/466.

Table 1

United Nations Conference on Environment and Development
(In thousands of United States dollars)

	Initial estimates 1990-1991	Expenditures up to October 1990	Projections November 1990-December 1991	Revised estimates 1990-1991	Changes
A. Secretariat (Geneva)					
Temporary posts	4 855.3	842.2	3 430.6	4 272.8	(582.5)
Temporary assistance	50.3	36.1	83.5	119.6	69.3
Consultants	194.1	27.7	232.3	260.0	65.9
Overtime	6.9	6.3	29.6	35.9	29.0
Official travel	91.4	255.7	127.5	383.2	291.8
Travel technical service	132.8	44.9	87.9	132.8	-
General operating expenses	165.0	126.7	119.1	245.8	80.8
Equipment and supplies	104.2	116.2	15.9	132.1	27.9
Subtotal A	5 600.0	1 455.8	4 126.4	5 582.2	(17.8)
B. Public information	522.5	14.9	507.6	522.5	-
C. Regional meetings	270.0	20.0	250.0	270.0	-
Total	6 392.5	1 490.7	4 884.0	6 374.7	(17.8)

3. The level of resources required for the preparatory work for the Conference has been estimated based on the experience achieved so far and the programme of work drawn up by the Preparatory Committee at its organizational session in March and further elaborated upon at its first substantive session held at Nairobi from 6 to 31 August 1990.

4. Consistent with the mandate to co-ordinate the support required for the preparatory process of the Conference and in accordance with General Assembly

resolution 44/228, which requested the full contribution of the United Nations Environment Programme (UNEP) and of all organs of the United Nations system to the Conference and requested the Secretary-General to ensure the co-ordination of contributions from the United Nations system through the Administrative Committee on Co-ordination, a report containing an overview of the activities of the United Nations system was prepared for the Preparatory Committee. The report was structured along the nine priority areas listed in General Assembly resolution 44/228, with two further chapters dealing with cross-cutting issues. Each chapter described the problem addressed in an environment and development context, the relevant objectives of the United Nations system, the main factors involved and the existing co-ordination mechanism. This report was intended to assist the Preparatory Committee to decide where it wished to focus its efforts and what actions it would like to see set in train in preparation for the 1992 Conference. To assist the Preparatory Committee further in this task, another report was prepared that contained the main components of each major issue identified in General Assembly resolution 44/228. The report also contained a description of the current state of activities within the United Nations system and elsewhere that had a bearing on the purposes of the Conference and the preparatory process. This was designed to help to point out the principal options for action for consideration by the Preparatory Committee in the major areas to be addressed by the Conference, in respect of each issue, and to identify gaps in existing activities.

5. The Preparatory Committee at its first substantive session took note of these reports. It also took a number of decisions, thereby establishing a comprehensive programme of work and entrusting the Secretariat of the Conference with responsibility for the preparation of over 30 reports and inviting a number of competent bodies of the United Nations system to make substantive contributions to the preparatory process by undertaking or pursuing work on a number of pertinent issues.

6. The resources required to support the preparatory process in 1990-1991 as indicated in paragraph 2 above, are estimated at $6,374,700. They relate to the Conference secretariat and its related requirements, the public information programme and the regional preparatory meetings.

A. Secretariat

7. It will be recalled that in its resolution 44/228, the General Assembly requested the Secretary-General to establish an appropriate ad hoc secretariat at Geneva with a unit in New York and another unit at Nairobi. Proposals on that subject were submitted to the General Assembly at its resumed session in March. The number, grades and locations based on which the authorization was given to the Secretary-General to enter into commitments not exceeding $6,392,500 was as follows:

Table 2

Distribution of staff

	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	General Service	Total
Geneva	1	1	2	3	2	3	3	-	15	11	26
Nairobi	-	-	-	1	-	1	-	-	2	2	4
New York	-	-	-	1	-	2	-	-	3	3	6
	1	1	2	5	2	6	3	-	20	16	36

8. The secretariat was subsequently established on premises provided by the Government of Switzerland in Conches, a suburb of Geneva. A unit has also been established in New York and another at Nairobi. The agreement between the Government of Switzerland and the United Nations is currently under review and it is expected that it will be submitted to the ACABQ shortly for its prior concurrence as requested by the General Assembly in its decision 44/466.

9. Following a review of the proposed staff of the secretariat for the Conference, it is proposed that the ad hoc secretariat be as follows:

Table 3

Distribution of staff

	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	General Service	Total
Geneva	1	1	1	3	2	5	2	-	15	14	29
Nairobi	-	-	-	1	-	1	-	-	2	2	4
New York	-	-	1	1	-	-	1	-	3	4	7
	1	1	2	5	2	6	3	-	20	20	40

10. The changes, compared to the secretariat envisaged earlier, relate to (a) the assignment to the unit in New York of a D-2 post and one P-3 initially envisaged for the secretariat at Geneva and the assignment to Geneva of two P-4 posts from New York and (b) the addition of four General Service staff in Geneva, necessitated by the fact that the secretariat is located in Conches, away from the United

Nations Office at Geneva and cannot, therefore, conveniently utilize a number of services common to organizational units located at Geneva. The structure and functions of the secretariat are outlined below.

1. Ad hoc secretariat, Geneva

11. The ad hoc secretariat at Geneva is comprised of the Office of the Secretary-General of the Conference; one unit responsible for providing secretariat support to Working Groups I and II; one unit to organize the work of the secretariat in respect of matters referred to in paragraphs 6 and 8 of the resolution adopted by the Preparatory Committee at its organizational session; one unit to deal with external relations and, in addition, the executive office.

12. The Office of the Secretary-General of the Conference comprises, in addition to the Secretary-General, a Deputy Secretary-General at the Assistant Secretary-General level who oversees the substantive work of the secretariat, in particular that carried out in support of and in response to the requirements of the Preparatory Committee. The Deputy also represents the Secretary-General of the Conference at meetings and conferences as required and deputizes for the Secretary-General in his absence and otherwise, as may be required. The Executive Assistant (P-4) acts as secretary to the Management Committee, a mechanism established by the Secretary-General of the Conference to consult and communicate with senior members of the secretariat. In this capacity, the Executive Assistant arranges meetings of the Management Committee, prepares the agenda, reports on the meetings and ensures follow-up. To support the work of the Office of the Secretary-General, a Special Assistant (P-3) co-ordinates the organization of the time of the Secretary-General, his schedule of meetings, appointments and travel and co-ordinates and liaises with others both within and outside the Conference secretariat. The Office also requires three secretaries.

13. With regard to the unit responsible for secretariat support to Working Groups I and II, a Director (D-2) is responsible for organizing and ensuring the execution of the work of the secretariat in respect of those issues for which Working Groups I and II of the Preparatory Committee are responsible. The officer also organizes, as necessary, inter-agency task forces and consultative processes, commissions papers, the work of experts and consultants, arranges expert meetings and prepares analyses, papers and reports in respect of the issues being dealt with by the Working Groups I and II. The officer further ensures that the directives, requests and guidance of the Working Groups and/or the Preparatory Committee are carried out and followed up. To assist the Director in these tasks, two officers (P-5), one in respect of each working group, are assigned particular responsibility for specific issues. This unit is supported by two research assistants and two secretaries, all at the General Service level.

14. A Principal Officer (D-1) heads the unit responsible for ensuring an integrated approach to environment and development questions and for cross-sectoral issues. Two officers (P-4) provide assistance to the Principal Officer of the unit. This unit organizes and carries out related consultative and analytical processes, including the commission and utilization of work being carried out

within and outside the United Nations system, task forces, and expert groups and related activities in respect of such matters relating closely to and drawing on the results of the relevant work being carried out by the unit providing secretariat support to Working Groups I and II. The unit also produces reports, analyses and recommendations based on a synthesis of the related work done in respect of Working Groups I and II on an issue-by-issue basis. This unit will also assume responsibility for organizing the work of the secretariat in respect of legal, institutional and all related matters.

15. With respect to external relations, a Principal Officer (D-1) directly supervises the work of the unit and ensures the co-ordination of external relations between the Conference secretariat and other agencies, organizations and programmes of the United Nations system. This includes representation of the secretariat in the co-ordinating forums of the Administrative Committee on Co-ordination, Governments and their permanent missions, intergovernmental organizations outside the United Nations system, non-governmental organizations (NGOs), media, the press and the public, co-operating closely with and utilizing the services of the Department of Public Information of the Secretariat. To assist the Director in these tasks, one officer (P-4) assures day-to-day responsibility for relating with the media, press and public and prepares materials such as press releases, information bulletins, circulars and speeches while another officer (P-4) co-ordinates the relations with NGOs. The unit is assisted by two secretaries.

16. The Executive Office performs the normal administrative, management, personnel and budgetary functions of an Executive Office. It is headed by an Executive Officer (D-1), assisted by one administrative officer (P-3) and two clerks/secretaries. In addition, the services of one telephone operator, one driver/messenger and two security officers are required, which was not initially foreseen. As noted in paragraph 10 above, it has been necessitated by the location of the secretariat away from the United Nations Office at Geneva, which does not permit it to utilize services that would otherwise have been readily available.

2. New York unit

17. This unit has the principal responsibilities and functions of maintaining contact with permanent missions and United Nations organizations and departments headquartered in New York. The unit contributes to the work of the general secretariat in the socio-economic and environmental fields, including issues related to technology, finance and institutions. These tasks involve substantive liaison with appropriate units in New York and Washington and assistance in the co-ordination of consultant inputs.

18. This unit is headed by a Director (D-2) who acts as special representative of the Secretary-General of the Conference in New York and participates on his behalf in activities and meetings relevant to the responsibilities and work of the Conference secretariat. The Director is also responsible for analysing and synthesizing work undertaken by New York-based units of the United Nations contributing to the preparation of the Conference, e.g., the Director-General for Development and International Economic Co-operation, the Department of

International Economic and Social Affairs and the United Nations Development Programme (UNDP) in respect of environment and development questions, financial resource requirements, human resources development and economic instruments; the Centre on Transnational Corporations in respect of technology transfer; the Centre for Science and Technology in respect of access to and transfer of environmentally sound technology and the United Nations Sudano-Sahelian Office in respect of desertification. The Director also consults and co-operates with them in preparing such contributions and ensuring their integration into the work being carried out in these areas by the Conference secretariat at Geneva. The Director also consults and co-operates with the World Bank and major regional organizations headquartered at Washington particularly the Inter-American Development Bank (IDB) and the Organization of American States (OAS), to facilitate their substantive contributions to the preparations for the Conference; facilitates substantive contributions to the preparation for the Conference on the part of other important organizations headquartered in or accessible to the New York and Washington areas, e.g., industry and technology organizations in respect of access to and transfer of environmentally sound technology.

19. In addition to the Director, the Senior Officer (D-1) maintains contact and liaison with United Nations organizations and departments in New York to complement, facilitate and support the work of the secretariat. The Officer is also responsible for assisting in the co-ordination of consultants' inputs and industry relations.

20. An officer at the P-3 level assists the Principal Officer in respect of the responsibilities and functions referred to above and undertakes delegated responsibility for some of these functions.

21. The unit is supported by three administrative assistants/secretaries. They also assist the Secretary-General of the Conference and other senior officials when they are in New York.

3. Nairobi unit

22. The main functions of the Nairobi unit are to maintain contacts with UNEP, the United Nations Centre for Human Settlements (Habitat) and the Nairobi-based permanent missions. The work focuses on the co-ordination of the inputs expected from UNEP and Habitat and on maintaining close liaison with these two organizations on substantive issues. To this effect, a Principal Officer (D-1) consults and co-operates with UNEP and Habitat to ensure and facilitate their substantive contributions to the Conference preparations and their integration with the substantive work being carried out by other units of the Conference secretariat in Geneva and New York in respect of each of the issues allocated to Working Groups I and II, as well as the matters referred to in paragraph 8 of the resolution adopted by the Preparatory Committee at its organizational session. The officer maintains contact and liaison with Nairobi-based permanent missions and, as required, with Nairobi-based NGOs such as the Environmental Liaison Centre. An officer (P-4) assists the Principal Officer and undertakes delegated responsibility in respect of some of these functions. The unit is assisted by two secretaries.

23. The overall estimates of $4,272,800 for temporary posts takes into account the revised distribution of posts at the three locations and the proposal for four General Service posts whose need was not initially foreseen. It also takes into account expenditures incurred so far, which, in view of the fact that not all the posts were filled immediately, have been less than anticipated. The net result of the factors mentioned above amount to a reduction of $582,500 from the initial estimates.

24. With regard to temporary assistance, a provision of $50,300 was initially anticipated relating to the need to provide for peak periods and for the replacement of staff on sick leave. For the first substantive session held at Nairobi, it was necessary to hire a number of short-term staff, namely secretaries, messengers, clerical staff, conference assistants and documents clerks to ensure the provision of adequate services for the Preparatory Committee. For the two forthcoming sessions to be held at Geneva in 1991, such staff will be provided from the conference services of the United Nations Office at Geneva. The secretariat of the Conference will also have to utilize temporary assistance for additional secretaries to ensure the timely availability of documentation for the sessions of the Preparatory Committee. The resource requirements, therefore, are estimated at $119,600.

25. With regard to overtime, the initial provision of $6,900 will not prove adequate. An amount of $35,900 is required and relates essentially to the requirements arising out of servicing the sessions of the Preparatory Committee.

26. As regards consultants, it is estimated that an amount of $260,000 would be required, compared with an initial estimate of $194,100. Given the wide variety of issues identified by the Preparatory Committee, the need for specialized expertise is greater than was originally anticipated. In addition, the secretariat would need to retain a great deal of flexibility to enable it to respond to any change in substantive emphasis as may be requested by the Preparatory Committee. This flexibility can best be achieved through the use of consultants services rather than the addition of staff.

27. In respect of travel of staff, the initial estimates ($91,400) are proving to be largely inadequate. To accomplish the tasks required and provide the Preparatory Committee, in a timely fashion, with the requested analyses and studies it has identified, bearing in mind the limited amount of time available between sessions of the Preparatory Committee, close co-operation is required with organizations and programmes of the United Nations system. Such co-operation cannot be achieved through correspondence but requires instead bringing together staff from various organizations with expertise in the various substantive areas concerned as well as the travel of substantive staff to such organizations. In addition, the need to make the goals of the 1992 Conference known to Governments, specialized institutions and interested organizations in order to ensure their participation also requires travel. Furthermore, it was necessary for a greater number of secretariat staff than was initially anticipated to attend the Preparatory Committee meeting at Nairobi.

28. As regards operating expenses, an amount of $245,800 is required, compared with an initial estimate of $165,000. The bulk of the increase relate to the need, which had not been foreseen initially, to rent transport and office equipment for the first substantive session of the Preparatory Committee at Nairobi; the need to lease a vehicle at Geneva; and higher than expected communications costs as the secretariat is unable to utilize the existing infrastructure at the United Nations Office at Geneva. The increased needs are offset by no requirements in respect of utilities, as the costs will be borne by the Government of Switzerland.

29. With regard to equipment and supplies, the requirements are estimated at $132,100, compared with initial estimates of $104,200 which has proved to be inadequate to meet the basic requirements for office furniture, the need for which was not initially anticipated, and for office automation, telecommunications and photocopy equipment.

B. Public information activities

30. With regard to the public information programme, no changes are proposed to the initial estimate of $522,000. The bulk of the public information activities of the Conference will take place in 1991 as initially anticipated.

C. Regional meetings

31. As regards regional meetings, it will be recalled that, with the exception of the Economic Commission for Europe (ECE), they were scheduled to take place in 1991. No modification to this schedule is envisaged and consequently, no modifications to the level of resources required are envisaged either.

32. To recapitulate, the level of resources required for the preparatory work for the Conference for the biennium 1990-1991 is estimated at $6,374,700. It will be recalled that in the statement submitted to the General Assembly in March 1990 (A/C.5/44/54), it had been indicated that no provision had been made in the proposed programme budget for the biennium 1990-1991 for the activities relating to the Conference and that therefore, the resources required for the preparatory work for the Conference would be subject to the guidelines governing the use and operation of the contingency fund. It was further indicated that, in the light of the decision taken by the General Assembly in resolution 44/228 to the effect that the preparatory process of the Conference itself should be funded through the regular budget of the United Nations without adversely affecting other ongoing activities and without prejudice to the provision of sources of extrabudgetary activities and further taking into account the magnitude of the cost involved, it would not be possible to identify any activities in the programme budget that could be modified or postponed in order to absorb these costs.

33. It will be recalled that, in its decision 44/466, the General Assembly decided that, bearing in mind the provisions of section II, paragraph 14, of Assembly resolution 44/288, such appropriations as would be necessary should have first call on the contingency fund as they related to decisions taken by the Assembly at its forty-fourth session.

34. As regards the possibility of offsetting these requirements against savings in the 1990-1991 programme budget, there has been no major development in the course of the implementation of the budget that has yielded such savings.

35. Appropriations in the amount of $6,374,700 would be required broken down as follows:

Section	$
4	6 104 700
10	20 000
11	85 000
12	95 000
13	35 000
14	35 000
Total	6 374 700

In addition, an amount of $1,110,900 would be required under section 31, Staff assessment, to be offset by an income in the same amount under income section 1, Income from staff assessment.

D. Trust Fund for Preparatory Activities for the United Nations Conference on Environment and Development

36. To support the preparatory work for the Conference, a trust fund has also been opened and contributions are being actively sought. This Trust Fund is expected to fund a number of support activities for the Conference, including:

(a) Commissioning of studies by institutions in developing countries;

(b) Provision of specialized analysis of issues to be addressed by the Conference utilizing the expertise and experience of developing countries and examining such issues from the perspective of developing countries' experience, interest and needs;

(c) A special in-depth study and seminar on the policy and practical measures required to give effect to the environment/development relationship at the levels of economic and sectoral policies and their implementation in each of the major areas to be addressed by the Conference;

(d) The establishment of a global information network to provide, using the latest computer information and telecommunications system techniques, information on a continuing basis to Governments, intergovernmental organizations, NGOs and other interested parties concerning various aspects of the preparatory work and related matters and to make such information widely available, particularly to users in developing countries;

(e) A project for the application of advanced systems analysis techniques to support the preparatory process particularly in respect of defining and elaborating

substantive linkages among key sectoral and cross-sectoral issues to be addressed by the Conference and contribute to the analytical basis for the development and elaboration of action options for consideration by the Preparatory Committee and the Conference itself;

(f) Technical assistance to developing countries to assist in national-level preparations for the Conference and related contributions to the regional- and global-level preparation. These will include assistance for the preparation of national reports, which will be of primary importance to the contribution of developing countries to the Conference and to its success. The secretariat is making special efforts to mobilize such assistance and related support for countries that may require assistance in their national preparations.

E. Voluntary Fund for Supporting Developing Countries Participating in the United Nations Conference on Environment and Development and its Preparatory Process

37. In resolution 44/228, the General Assembly decided to open a voluntary fund for the purpose of assisting developing countries, in particular the least developed countries among them, to participate fully and efficiently in the preparatory process of the Conference and the Conference itself. The Fund was opened and the Secretary-General addressed an appeal to all Member States for contributions to the Fund, which would be utilized to pay for the travel of one representative for each eligible Member State to the sessions of the Preparatory Committee and to the Conference itself. At its first substantive session, the Preparatory Committee decided to recommend to the Assembly that, on an exceptional basis, payment be made from the Voluntary Fund for daily subsistence allowance for representatives of the least developed countries. This request is herewith transmitted for appropriate action.

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PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

REPORT OF THE ECONOMIC AND SOCIAL COUNCIL

Developments relating to the activities of the Centre for Human Rights

Report of the Secretary-General

1. At its first regular session of 1990, on 25 May 1990, the Economic and Social Council adopted resolution 1990/47 on developments relevant to the activities of the Centre for Human Rights. In paragraph 1 of the resolution, the Council took note of the report of the Secretary-General, requested by the Commission on Human Rights, regarding logistical and human resources support for the activities of the Centre (E/1990/50), in particular the conclusion that the work-load of the Centre had increased, while resources had failed to keep pace with the growth of its responsibilities. In paragraph 2, the Council requested the Secretary-General to include in the proposed programme budget for the biennium 1992-1993, programme and resource proposals for long-term solutions to the problems posed by that situation, taking also into account the proposals contained in the report of the Task Force on Computerization (E/CN.4/1990/39), as well as in the study carried out by an independent expert on effective implementation of international instruments on human rights (A/44/668, annex). In paragraph 3, the Secretary-General was requested to submit to the General Assembly at its forty-fifth session a brief report on actions taken in 1990 and those planned for 1991, as interim solutions to those problems.

2. That report was issued as document A/45/807. It stated that it was clear that the responsibilities of the Centre were rapidly increasing and that there was a growing demand in the areas of research, standard-setting, implementation, technical assistance and information and education. The report further stated that a management and work-load analysis, required by the Under-Secretary-General for Administration and Management, would be finalized at the end of 1990 and would

assist the Secretary-General in determining how to strengthen and restructure the Centre so that it would become fully capable of dealing with its new and enlarged tasks.

3. The report gave, as an example of the Centre's rapid growth, the recently adopted Convention on the Rights of the Child (General Assembly resolution 44/25), which required 20 ratifications to enter into force and had been expected to do so in the last quarter of 1991, with corresponding resources to be provided in the proposed programme budget for 1992-1993. However, the requisite number of ratifications had been received earlier than expected, namely on 2 September 1990, thus jeopardizing the implementation machinery to be put into effect upon entry into force of the Convention.

4. Another area for which an immediate solution would be required and for which there has been a very significant increase in the work-load of the Centre is the handling of procedures governed by resolutions, in particular, the procedure governed by Economic and Social Council resolution 1503 (XLVIII) and procedures governed by international treaties, in particular, that of the Optional Protocol to the International Covenant on Civil and Political Rights (General Assembly resolution 2200 A (XXI)). As reported in document E/1990/50, 10 years ago, fewer than 30,000 communications were processed annually under the resolution 1503 (XLVIII) procedure while more recently, over 300,000 communications were received for processing.

5. The report concluded by saying that the Secretary-General was not in a position to propose redeployment of resources from other sections of the programme budget to that relating to human rights during the remainder of the biennium. However, in view of the concern exhibited by a number of Member States over the present situation, the Secretary-General believed that they might wish, as a matter of urgency, to begin consultations with a view to providing voluntary donations to assist the Centre during the remainder of the biennium.

6. The Third Committee, at its 60th meeting, on 3 December 1990, adopted revised draft resolution A/C.3/45/L.72/Rev.1, as orally revised, concerning the developments relating to the activities of the Centre for Human Rights. By that resolution, the General Assembly would note that in spite of the recognition that the responsibilities of the Centre had increased rapidly in recent years, the only specific proposal made in the report of the Secretary-General as interim solutions for 1991 to the problems posed by the resource situation of the Centre, as requested by the Economic and Social Council in its resolution 1990/47, was the reference to voluntary donations. By operative paragraph 1, the Secretary-General would be requested to act promptly to respond to the needs of the Centre and to make additional specific proposals as interim solutions to those problems for the current biennium, in particular indicating the human resources required for the Centre to carry out its functions adequately, together with the related administrative and budgetary implications, to the Assembly at its present session, not later than 10 December 1990, so that the budgetary process could be completed by the end of the current session.

7. In the light of revised draft resolution A/C.3/45/L.72/Rev.1, which the Third Committee is recommending to the Assembly for adoption, further proposals are made below.

8. In the related programme budget implication statement presented to the General Assembly at its forty-fourth session (A/C.5/44/28), staffing requirements for the implementation of supervisory procedures for the Convention on the Rights of the Child were estimated at three additional posts (1 P-4, 1 P-2 and 1 General Service). At the same time, it was indicated that only 12 work months of temporary assistance would be required in 1991, in view of the fact that the Convention was not expected to enter into force until sometime in 1991. As the Convention has entered into force earlier than anticipated, i.e., 2 September 1990, it is now proposed that three additional posts (1 P-4, 1 P-2 and 1 General Service) be established for the Centre in 1991. The estimated costs are $120,300 for the three posts.

9. Regarding the increased work-load under the resolution 1503 (XLVIII) procedure, as mentioned in paragraph 4 above, it is proposed to include four additional posts (1 P-4, 1 P-3 and 2 General Service) to assist in coping with the processing of ever-increasing communications. The estimated costs are $164,300 for the four posts.

10. The proposals mentioned above would, if approved, be implemented in 1991 in response to the General Assembly's request for interim solutions to the resource situation of the Centre. They would be made without prejudice to the outcome of the management and work-load analysis, which will be finalized at the end of 1990.

11. Measures for the biennium 1992-1993, as previously stated in the first report of the Secretary-General (A/45/807), would be considered in the context of preparations for the proposed programme budget for the next biennium within the framework of the medium-term plan for the period 1992-1997.

12. Therefore, the total requirements under section 23 of the programme budget for 1990-1991 would amount to $284,600. In addition, an amount of $68,300 would be required under section 31, Staff assessment, to be offset by income in the same amount under income section 1, Income from staff assessment.

13. As regards the financing of these proposals, they would be subject to the procedure established by the General Assembly in its resolution 41/213 of 19 December 1986 regarding the operation of the contingency fund.

14. Taking into account the expansion of activities required to be carried out by the Centre and the views of Member States concerning the additional resources necessary to respond fully to all mandates, it would not be possible to redeploy resources from low-priority areas or modify existing activities in case it is not possible to finance the additional requirements from the contingency fund. Consequently, the requirements of the Centre might have to be deferred to the 1992-1993 biennium.

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PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

ELECTORAL ASSISTANCE TO HAITI

Report of the Secretary-General

INTRODUCTION

1. By its resolution 45/2, the General Assembly, taking note of the letters dated 23 June 1990 (A/44/965, annex) and 9 August 1990 (A/44/973, annex II) from the President of the Provisional Government of the Republic of Haiti to the Secretary-General, in which the President requested assistance from the United Nations in order to achieve the peaceful and efficient development of the coming electoral process, requested the Secretary-General, in co-operation with regional organizations and Member States, to provide the broadest possible support to the Government of Haiti in meeting, to the extent possible, the following:

(a) A nucleus of some 50 observers that would arrive in Haiti prior to voter registration and would leave only after the elections;

(b) Reinforcement of the nucleus at the time of elections and voter registration, bringing the total to a few hundred observers;

(c) Assistance to the Co-ordinating Committee for the security of the elections, to be provided by two or three advisers;

(d) Observation of the implementation of the electoral security plans by specialized staff, that is, by observers, the number of whom remains to be determined, with solid experience in the public order field.

2. In the related statement of programme budget implications (A/C.5/45/13), the Secretary-General indicated the activities by which he proposed to implement the resolution. He also estimated that related net requirements in the biennium

1990-1991 would amount to $9,368,300. Finally, he expressed the view that the activities outlined should be dealt with under the provisions of paragraph 11 of annex I to General Assembly resolution 41/213 of 19 December 1986 and should thus be treated outside the procedures related to the contingency fund.

3. At its 6th meeting, on 10 October 1990, and based on the statement of programme budget implications submitted by the Secretary-General and on the recommendations of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and on the views expressed by delegations in the Committee, the Fifth Committee decided, without a vote, to inform the General Assembly that, should it adopt draft resolution A/45/L.2, subsequently adopted as General Assembly resolution 45/2, the net additional amount required should not exceed $6.5 million.

4. The actual amount within the $6.5 million ceiling, which would eventually be required to be appropriated under the programme budget for the biennium 1990-1991, would be reflected in a special performance report that would be submitted to the General Assembly near the close of its forty-fifth session and would take into account, inter alia, such offsetting staff savings as might arise under various sections of the programme budget, the actual estimated value of vehicles and equipment to be credited to the budget, the size of any host government contributions and the effect of such voluntary contributions as might be received in response to the Secretary-General's continuing efforts in that regard. Pending that report, the Secretary-General was authorized to enter into commitments not exceeding $5 million.

5. The Fifth Committee also informed the General Assembly that the question of recourse to the procedures relating to the contingency fund should be decided at such time as the actual appropriations for that activity were being approved.

6. The present report responds to these decisions.

I. DEVELOPMENTS SINCE THE SUBMISSION OF THE STATEMENT OF PROGRAMME BUDGET IMPLICATIONS

7. Following the adoption of General Assembly resolution 45/2, the United Nations Observer Group for the Verification of Elections in Haiti (ONUVEH) was established and is currently assisting in the electoral process in Haiti as mandated. Since the General Assembly's earlier consideration of this question, the run-off election has been rescheduled for 16 January 1991 and the anticipated duration of the mission has therefore been extended through 28 January 1991.

8. In terms of the related costs, this extension has been more than offset by a number of factors, including some delays in fielding staff and security experts and anticipated vacancies. In addition, it is not now anticipated that the contingent of 85 security experts on stand-by will be required. Finally, less recourse to consultants' services is anticipated and actual rates of subsistence allowance are somewhat lower than was anticipated at the time of preparing the statement of programme budget implications.

9. On the operational side, it has been decided to rent vehicles locally and ship other vehicles on loan from the United Nations Observer Group in Central America (ONUCA) rather than purchasing some vehicles, as had been proposed. In addition, the number of vehicles required is lower since it is anticipated that the stand-by contingent of security experts will not be required. It is also anticipated that only limited provision will be required for rental of aircraft and helicopters. Savings compared with the earlier estimates are also anticipated for communications and other equipment, public information activities, freight and miscellaneous supplies and services.

II. ADDITIONAL REQUIREMENTS FOR 1990-1991

10. Based on the recommendations of ACABQ, the decisions of the Fifth Committee and the developments outlined above, it is estimated that requirements for the mission in 1990-1991, primarily in 1990, will amount to $5,867,000. This comprises $4,352,000 for personnel costs, including salaries, fees, travel and related allowances and $1,515,000 for operating costs such as rental of vehicles and premises, acquisition of equipment and various supplies and services. These estimated requirements are summarized below:

	$
General temporary assistance (local staff)	190 000
Consultants	325 000
Salaries	1 007 000
Common staff costs (including travel and subsistence of staff on mission)	1 635 000
Other travel of staff	25 000
Travel and subsistence of security experts	570 000
Rental and maintenance of premises	70 000
Rental and maintenance of equipment	591 000
Communications	142 000
Compensation provision for death and disability claims	600 000
Public information activities	130 000
Miscellaneous supplies and services	237 000
Freight and related costs	167 000
Communications equipment	60 000
Other equipment	118 000
Total	5 867 000

A detailed breakdown of these estimated requirements is contained in the annex to the present document.

11. It is not anticipated that these additional requirements can be absorbed within appropriations under section 2A of the programme budget for the biennium 1990-1991. Accordingly, an additional appropriation of that amount would be required under section 2A, together with an additional appropriation of $351,000 under section 31, Staff assessment, offset by the same amount under income section 1, Income from staff assessment.

III. CONTINGENCY FUND

12. Paragraph 11 of annex I to General Assembly resolution 41/213, which sets out the new budget process, provides, inter alia, that "the revised estimates arising from the impact of extraordinary expenses, including those relating to the maintenance of peace and security, as well as fluctuations in rates of exchange and inflation, shall not be covered by the contingency fund and shall continue to be treated in accordance with established procedures and under the relevant provisions of the Financial Regulations and Rules".

13. The Secretary-General is still of the view that the activities outlined above should be dealt with under the provisions of paragraph 11 of annex I to General Assembly resolution 41/213 and should thus be treated outside the procedures related to the contingency fund.

IV. SUMMARY

14. It is estimated that requirements for ONUVEH in 1990-1991 will amount to $5,867,000. Accordingly, an appropriation of $5,867,000 will be required under section 2A of the programme budget for the biennium 1990-1991.

15. Furthermore, an additional appropriation of $351,000 will be required under section 31, offset by the same amount under income section 1.

16. The Secretary-General believes that these requirements should be dealt with under the provisions of paragraph 11 of annex I to General Assembly resolution 41/213 and should thus be treated outside the procedures related to the contingency fund.

Annex

PROVISIONAL ESTIMATES FOR THE UNITED NATIONS OBSERVER GROUP FOR THE VERIFICATION OF ELECTIONS IN HAITI

		$	$
A.	PERSONNEL COSTS		
1.	Security experts		
	65 security experts to be provided by Member States:		
	(a) Travel costs	195 000	
	(b) Subsistence allowance	375 000	570 000
2.	United Nations staff members		
	133 international staff members: 50 in the Professional category and above; 18 Field Service officers; 10 Field Service radio technicians; 9 General Service staff; 50 additional Professional staff to act as election monitors for 2 periods totalling a maximum of 10 days. Provision is made only for travel and subsistence in respect of these latter staff. (Estimated costs reflect anticipated vacancies.)		
	(a) Salaries		1 007 000
	(b) Common staff costs		438 000
	(c) Subsistence allowance		653 000
	(d) Travel of staff to and from the mission		496 000
3.	Other travel of staff		25 000
4.	Local staff		
	112 local-level staff employed as general temporary assistance		
	General temporary assistance		190 000

		$	$
5.	Agency staff		
	100 staff members would be on loan from United Nations agencies in the area:		
	Subsistence allowance		48 000
6.	Consultants		
	(a) 35 Government-provided election monitors:		
	(i) Travel	210 000	
	(ii) Subsistence allowance	35 000	
	(b) Other consultants	80 000	325 000
	Allowance is made for the engagement of international consultants (6 work/months) and local consultants (12 work/months) with expertise in electoral procedures		
7.	Compensation provision for death and disability claims		
	Contingency provision to meet potential compensation claims arising in respect of any international observer not covered by appendix D to the Staff Rules		600 000
	Total A, personnel costs		4 352 000
B.	OPERATIONAL COSTS		
1.	Vehicles operations:		
	(a) Rental of vehicles		423 000
	(b) Maintenance of vehicles		63 000
	(c) Freight for ONUCA vehicles		72 000
2.	Air operations		
	Limited provision for rental of helicopters and fixed-wing aircraft		105 000
3.	Rental and maintenance of premises		70 000

		$	$
4.	Miscellaneous equipment (excluding communications equipment)		118 000
5.	Miscellaneous services and supplies		
	Stationery and office supplies; medical supplies and services; maps; communications supplies, etc.		237 000
6.	Other freight and transportation		95 000
7.	Communications equipment		
	Communications equipment to be purchased (including computerized programming systems for radio frequencies, 10 high-frequency base antennas, 12 grounding systems for unattended repeater sites)		60 000
8.	Commercial communications		
	Telephone rental and call charges, pouch services, telex charges, postage, hiring of switchboards, etc.		142 000
9.	Public information activities		130 000
	Total B, operational costs		1 515 000

Summary of estimates

A.	Personnel costs	4 352 000
B.	Operational costs	1 515 000
	Total	5 867 000